

Infill Development Overview

Ken Bowers, AICP, PP
Deputy Planning Director
City of Raleigh



Outline

- What is infill?
- Existing infill regulations and standards
 - General use zoning
 - Infill project regulations
 - Neighborhood Conservation Overlays
 - Historic District Overlays
- Data documenting the scope of infill activity
- City Planning's scope of study for infill
- Next steps

What is infill?

- Development or redevelopment that occurs in an area with an established development pattern
- Infill development includes:
 - New construction on formerly vacant lots
 - Redevelopment of already developed properties through demolition and new construction
 - Expansion of existing structures
 - Infill development can be residential, commercial (North Hills), or mixed-use

Trade-offs of Infill Development

Pros

- Neighborhood reinvestment
- Replacement of obsolete structures/blight removal
- Efficient use of existing infrastructure
- Enhanced property value

Cons

- Loss of historically significant or architecturally distinctive structures
- Change in neighborhood character
- Impacts on adjoining properties (light, air, open space)

Is preservation of neighborhood character a proper use of zoning?

- “[zoning] regulations shall be made with reasonable consideration...as to the **character of the district** and its peculiar suitability for particular uses, and with a view to conserving the value of buildings” (NCGS 160A-383)
- “the City Council is hereby authorized and empowered by ordinance to regulate and restrict the location, height, bulk, number of stories and size of buildings and other structures, the percentage of a lot that may be occupied, the size of yards, courts, and other open spaces, the density of population” (Sec. 6.39 of City Charter)
- Already implicit in zoning tools such as Historic District Overlays, Neighborhood Conservation Overlays, etc.

Existing Regulations on Infill Development

- General use zoning standards
- Infill project standards
- Neighborhood Conservation Overlay Districts
- Locally-designated Historic Districts

Raleigh's Residential Zone Districts

District	<u>Minimum lot standards</u>			<u>Setbacks</u>		
	Size	Width	Depth	Front	Side	Rear
RR	40,000	65	100	40	10	30
R-2	20,000	65	100	30	10	30
R-4	10,890	65	100	30	10	30
R-6	7,260	50	80	20	5	20
R-6 Sp.	7,260	50	80	20	5	20
R-10	5,000	45	70	20	5	20
R-15	5,000	45	70	20	5	20
R-20	5,000	45	70	20	5	20
R-30	5,000	45	70	20	5	20
R-30 Sp.	5,000	45	70	**	5	20

Raleigh's Residential Zone Districts

District	Single Family	Duplex	Townhouse	Multi-family
RR	✓			
R-2	✓			
R-4	✓			
R-6	✓	✓	✓	✓
R-6 Sp.	✓	✓		
R-10	✓	✓	✓	✓
R-15	✓	✓	✓	✓
R-20	✓	✓	✓	✓
R-30	✓	✓	✓	✓
R-30 Sp.	✓	✓		✓

Types of Infill Projects

- Subdivisions (S)
- Recombinations (IR)
- Site plans (GH, SP)
 - Townhouse, multi-family, group housing
- Teardowns and rebuilds, where there is no change to the configuration of the property, are not considered infill projects under City codes.

Definition of Infill

Standard	Applies
Total subject area is 5 acres or less	S, IR, GH, SP
Property is in a residential zoning district	S, IR, GH, SP
$\geq 66\%$ of periphery is developed for detached single family use	S, IR, GH, SP
Proposed development contains any lot $\leq 80\%$ of median lot size of peripheral lots	S, IR

Extra Scrutiny for Infill Projects

- Can't be approved administratively: Planning Commission review and Public Hearing required
- Site Plans: Eight site planning standards apply
- Subdivisions/recombinations: Five additional standards for lot layout apply
- On rare occasions, both the 8 site plan standards and the 5 lot layout standards may apply to a single application (townhouse developments)

Infill Lot Layout Standards

1. Harmony with surrounding lot layout patterns
 - Angle of lots lines, no flag lots, no funny shapes
2. Adequacy for accepting City services
 - Water, sewer, emergency vehicles
3. Provision for future public streets if lots could be further subdivided
4. Accordance with adopted Plans
 - Comp plan, small area, streetscape, redevelopment...
5. Adequate protections for adjacent properties
 - Stormwater, traffic, light, air, open space

Infill Standards do not include

- Building floor area
 - Building height
 - Building materials
 - Architectural style
-
- Yet, these are often included in infill applications
 - Some justification under protection of light, air and open space, or if such are mentioned in an adopted plan
 - Applicants can voluntarily offer such conditions, but the City has no legal basis for requesting such conditions

Eight Site Plan Standards

1. Safety and efficiency of vehicular circulation, parking, and loading/unloading operations
2. Accordance with adopted plans
3. Adequacy of measures to protect the development and other properties from adverse effects
4. Adequate mitigation of the impact on nearby residential neighborhoods arising from incompatible characteristics
5. Coordination with existing and planned public facilities
6. Unified development within the site and with adjoining properties when under similar ownership or being developed in a coordinated manner
7. Compliance with all public facility dedication and improvement requirements
8. Conformance with previously approved subdivision plans for the site and all applicable Code requirements

What can an NCOD regulate?

- Built environmental characteristics
 - Lot size and frontage
 - Building entrances
 - Building height
 - Building placement on the lot
 - Building setbacks & yards
 - Placement of parking
- Street design standards

Who can have an NCOD?

Districts meeting the following:

- Development began at least 25 years ago
- At least 75 percent of land area is developed
- At least 15 acres in size
- Unifying distinctive elements of exterior features or built environmental characteristics

How to get an NCOD: Process

- City Council authorizes plan boundary, neighborhood task force and schedule.
- Identify issues, gather background data and analyze.
- Staff coordinates with task force to make plan recommendations.
- Identify implementation techniques: Base zoning changes, NCOD addition, CIP.
- Public Hearing to consider plan adoption.
- Adoption followed by submittal of zoning request if applicable.

How to get an NCOD: Plan Contents

- Prepare and get adopted a neighborhood plan including the following items:
 - Historic and evolution
 - Land use inventory
 - Description of housing
 - Inventory of built environmental characteristics
 - Lot size and configuration
 - Open space and recreation
 - Commercial development revitalization
 - Circulation/transportation
 - Capital improvement needs
- Plan adoption subject to zoning notice requirements

What can an HOD regulate?

- Exterior changes to existing building architectural features
- Additions and new construction
- Site features (walls, fences, light fixtures, steps, pavement, paths, or other appurtenant features)
- Trees
- Signs
- Street design (curbs, driveways, paving)
- 365-day demolition delay for historic structures

Who can have an HOD?

Areas that:

- Embody important elements of the city's culture, history, architectural history, or prehistory
- Have special significance in terms of history, prehistory, architecture, archaeology, and/or culture
- Possess integrity of design, setting, materials, feeling and association

How to get an HOD

- A report including the following items is either prepared or reviewed by the Raleigh Historic Districts Commission:
 - Description of the significance of the buildings, structures, features, sites or surroundings included in the proposed HOD
 - Inventory of built environmental characteristics
 - Description of boundaries
- RHDC recommendation forwarded to City Council
- City Council refers report to
 - NC Department of Cultural Resources for analysis and recommendation
 - other interested parties at City Council discretion
- Recommendations then processed in same manner as any other request for zoning change, with public notice and hearing, then Planning Commission recommendation to City Council

A Four-Phase Infill Study

1. Scoping the problem

- GIS analysis
- Field surveys
- Public meeting

2. Best practices review

- Review of regulations from comparable municipalities
- Public meeting

3. Recommendations

- Public meeting

4. Adoption process

Progress to date

- Initial data collection, analysis and mapping is underway to determine scope of the problem
- Joint intern work with Preservation North Carolina completed over the summer, including field surveys
- Planner II position created in the department by Council to research infill and other text changes. Hiring process is underway, with interviews to take place over the next few weeks.

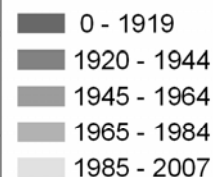


Infill Plans Since 2004

Case Year



Year Built



Source: City of Raleigh IRIS Data



0 1,800 3,600 7,200
Feet



Infill Project Summary

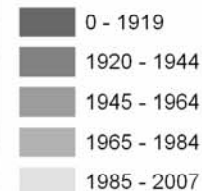
Year	<u>Applications</u>			Total Lots
	Subdivision	Infill Recombination	Total	
2004	1	1	2	4
2005	6	1	7	23
2006	6	4	10	32
2007	0	2	2	4
Total	13	8	21	63



New Residential Construction 2002 - 2007

● New Residential Construction

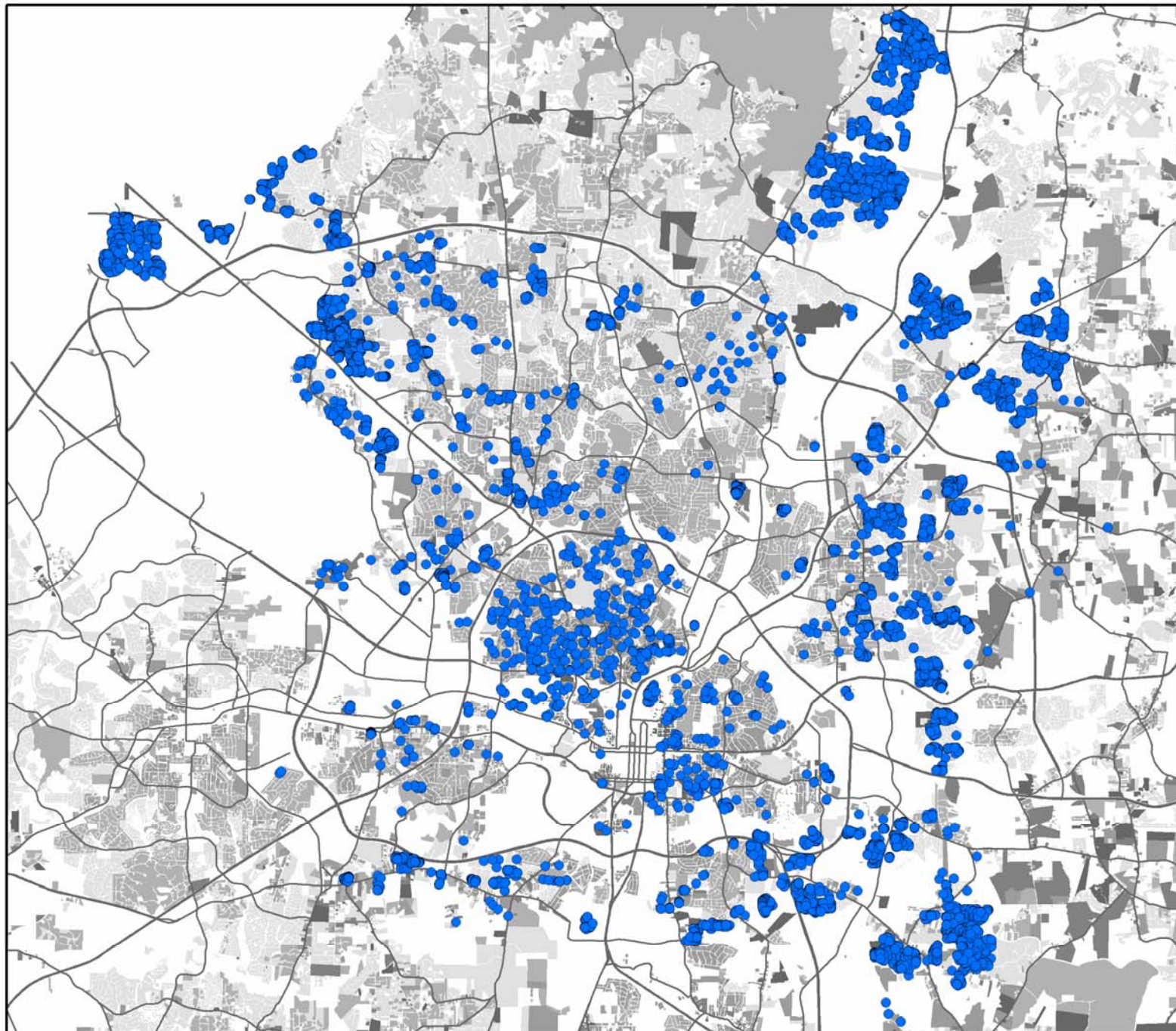
YEAR BUILT



Source: City of Raleigh IRIS Data



0 3,100 6,200 12,400 Feet





Infill of
New Residential
Construction
where
Building was
Demolished
(2002 - 2007)

● New Building

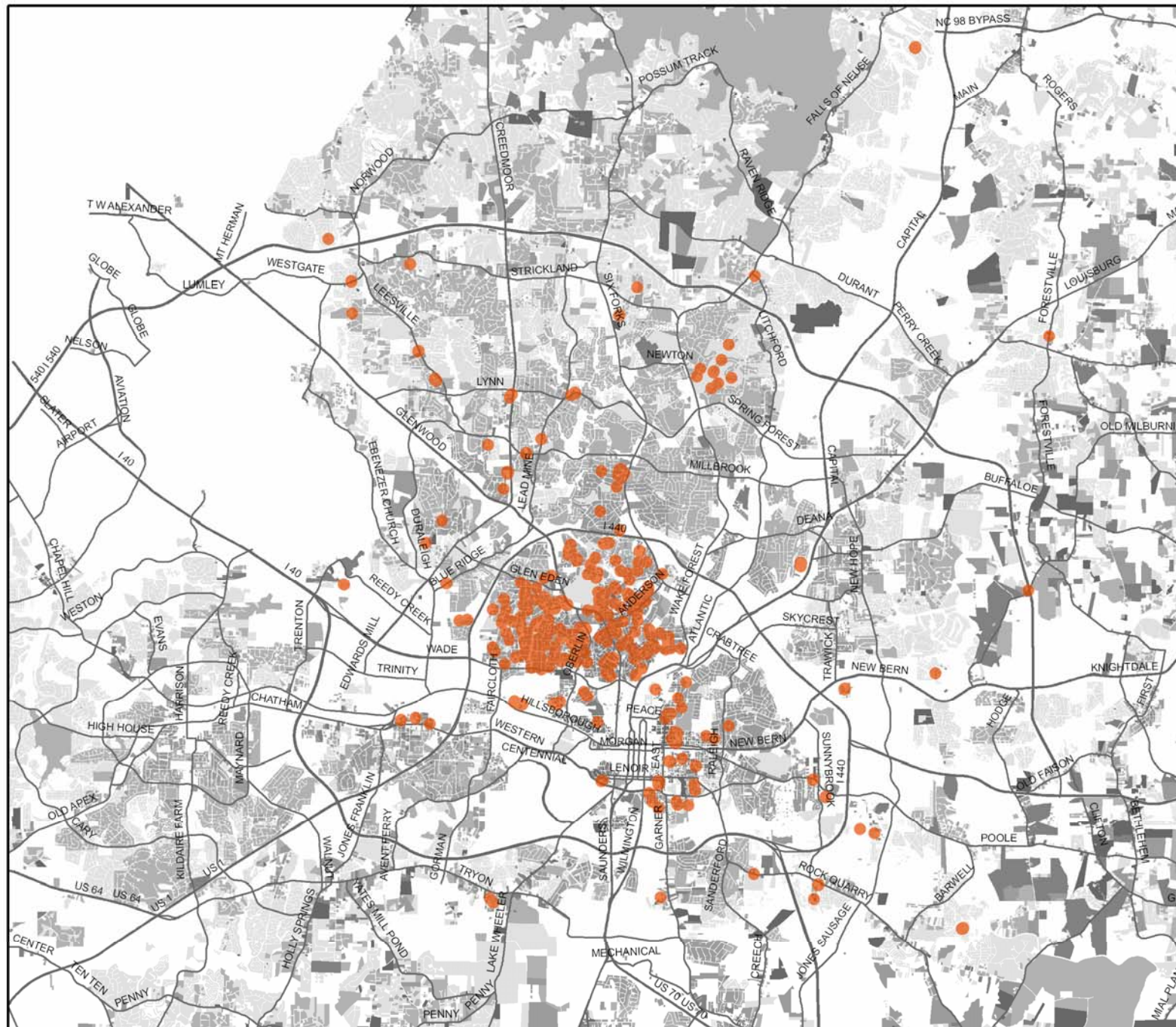
YEAR BUILT

0 - 1919
1920 - 1944
1945 - 1964
1965 - 1984
1985 - 2007

Source: City of Raleigh IRIS Data

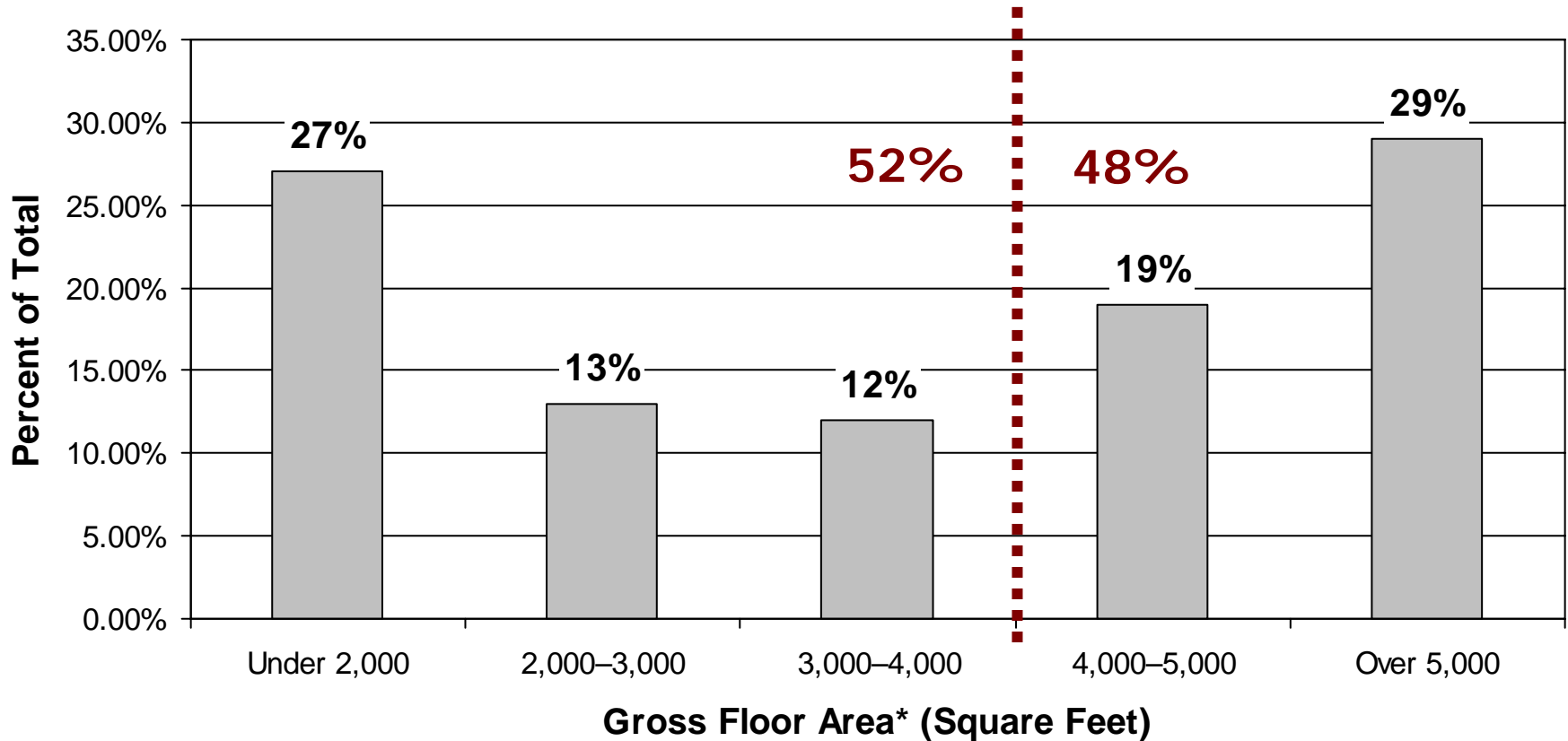


0 3,100 6,200 12,400
Feet



Size of New Infill Houses

Size of New Homes Constructed on Sites Created by the Demolition of an Existing Home 2002 – 2007



* Gross Floor Area includes garages, basements, porches, and other space not heated or cooled

310 Perry Street



Contributing, 1925



Photos: Chris Leutzinger, Preservation North Carolina

310 Perry Street Section



Photos: Chris Leutzinger, Preservation North Carolina

1605 Sunrise



Contributing, 1925



Photos: Chris Leutzinger, Preservation North Carolina

1605 Sunrise



Photos: Chris Leutzinger, Preservation North Carolina

Next steps for the City Planning Dept.

- Continue research to scope the problem
- Fill the Infill Planner II position
- Research best practices
- Hold public workshops
- Develop options and recommendations

Q & A